

Supporting the Poor: NGOs/NPOs and their Networks of Services

Nakamura Gakuen University

Keiichi Yamada

INTRODUCTION – WHY DO WE NEED TO SUPPORT THE POOR?

Globalization is widening the gap between the haves and the have-nots (World Bank 2002, Sen 2002a, Stiglitz 2006, 2012). In developing countries, approximately 80% of the population is considered to be classified as poor¹, 15% to be middle class, and only 5% to be in the rich class. Inasmuch as South-east Asian countries have a population of about 600 million, about 480 million people could be poor.

Solving the problem of poverty shall be basically based on endogenous, self-reliant development of the poor by themselves (Hammarskjöld 1975, Tsurumi 1989, Nishikawa 1989, Yokoyama 1990, Satake 1998). In order to realize it, improvement of social environments for self-development of the poor, and necessary assists of various institutions such as national government, local governments, NGOs and NPOs, etc. are required.

However, supports for the poor have been being carried out basically based on logic of givers, not based on logic of tak-

ers (Nagai 1983, Iida 1988, Hattori 2001, Easterly 2006, Moyo 2009). Up to now, it has not been taken into account how do takers think about givers' supports, whether takers are satisfied with givers' supports or not, and furthermore, whether givers' supports are those takers really need and want, and what takers really need and want.

Support of the poor should be done on the basis that the poor have basic human rights, dignities and wills, and they can think and make their own decision (UNDP 1994, Sen 2002b).

We study theoretical/conceptual models of a stage model of self-development of the poor and effective/efficient way of supporting the poor by NGOs and NPOs as hypothesis in this paper, which will be verified through a field survey in the future.

HOW TO SUPPORT THE POOR

The second issue of supporting the poor is to what extent the giver should be involved. Namely, issues on relationship and involvement. Should givers lead, coach or

1 According to the definition of World Bank, people who live under US\$1.25 per day are called as extreme poor and people who live under US\$2 per day are called as poor (Worldbank2002). However, if we define as people who live in informal economy, and have work of their under ability, unstable lives, we can consider the reality of the poor as shown in this paper. By the way, we think poverty line of US\$2 per day itself has a fundamental problem. Namely, as price levels differ in each country, US\$2 poverty line seems to make difference of real living status either. For example, in Japan, price level is four times of more than ASEAN countries, poverty line must be considered at least as 4 times or more than those of developing countries.

back up takers?

Which standpoint should givers have—outsider or insider (Chambers 1983)? We should have the eyes of both outsider's and insider's.

Should givers have the eyes of western modernism or local traditionalism? Givers should have eyes in both philosophy—western modernism and local traditionalism².

When we discuss about “poverty and support”, we must consider various conditions including these issues for supporting the self-development of the poor.

Therefore, we firstly should understand reality of takers' daily lives and their real needs and wants—but their real lives and needs and wants are complex and contingent.

However, in order to discuss about takers' daily lives and real needs and wants, some kind of classification and roadmaps may be useful.

The first discussion is about classification of the poor, secondly the stage-model of takers' self-development, and thirdly relationship between classification and stage-model.

STAGE MODEL OF SUPPORTING THE POOR

●Korten Model

Korten (1990) proposed a stage model of development movement of Relief & Welfare → Community Development → Sustainable

System Development→People's Movements (Chart 1).

●Gawad Kalinga Model³

Gawad Kalinga (hereinafter GK), one of the largest NGOs in the Philippines, has the stage model of development of Create an Enabling Environment → Presence & Value Formation (Chart 2). In this model, GK's strategy in the first stage is to create enabling environments, and GK's core intervention in the second stage is presence and values formation of the individual, family, community, and country. Through these steps, GK assists the poorest of the poor in the first stage, and creates a productive community, develops empowered community, and nation builders through citizen driven changes in the second stage.

●Our Model

We propose classification of the poor (Chart 3) and SPI (Survival—Participation—Independent) stage model for self-development of the poor (Chart 4).

In this model, we firstly classified the poor. Because we think the reality of the lives of the poor and the real needs and wants of the poor are different among the class of the poor. Thus we classified the poor into (from bottom to top) refugees and extreme poor, lower poor, middle poor, upper poor, and post poor⁴.

2 In Japan, we have such expression as “Wa Kon You Sai (和魂洋才)”. “Wa” means Japan, “Kon” means spirit, “You” means western, “才” means knowledge or technology. So this words means that we adopt western knowledge and technology with spirit or mind of Japan.

3 <http://www.gklworld.com/> on August 31, 2016

4 Post poor is not poor anymore, but in considering aftercare of independence, we had better include post poor in classification of the poor.

Chart 1 Strategies of Development-oriented NGOs' Four Generations

GENERATION				
	First Relief and Welfare	Second Community Development	Third Sustainable System Development	Fourth People's Movements
Problem Definition	Shortage	Local Inertia	Institutional and Policy Constraint	Inadequate Mobilizing Vision
Time Frame	Immediate	Project Life	Ten to Twenty Years	Indefinite Future
Scope	Individual or Family	Neighborhood or Village	Region or Nation	National or Global
Chief Actors	NGO	NGO plus Community	All Relevant Public and Private Institutions	Loosely Defined Networks of People and Organization
NGO Role	Doer	Mobilizer	Catalyst	Activist/Educator
Management Orientation	Logistics Management	Project Management	Strategic Management	Coalescing and Energizing Self-Managing Networks
Development Education	Starving Children	Community Self-Help	Constraining Policies and Institutions	Spaceship Earth

(Korten 1990, p.117)

Chart 2 GK Model

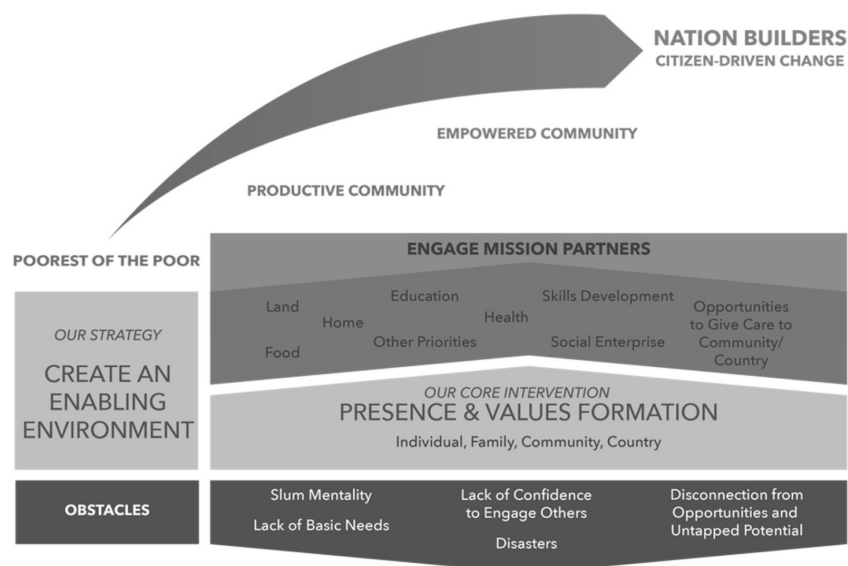
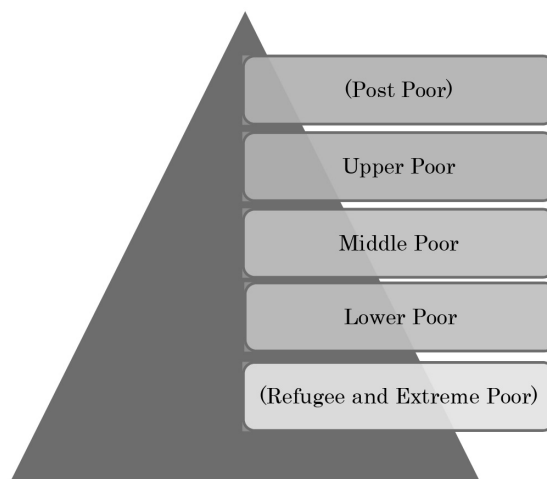
(Source: Gawad Kalinga Website <http://www.gk1world.com/our-model>, August 31, 2016)

Chart 3 Classification of the Poor



After then, we proposed a stage model of the poor's self-development based on the theories of motivation. In this model building, we firstly tried to adopt Maslow's Basic Human Needs Theory (Maslow 1943). Namely, his famous 'hierarchy of needs'—hierarchy of (from bottom to top) the physiological needs, the safety needs, the love needs, the esteem needs, and the need for self-actualization.

However, this model has not been verified and staying in the ideal model (Wahba & Lawrence 1976) and we adopted ERG Model that Aldefer (1972) proposed. This model was verified by using precise data and is not an ideal model.

In this model, stages are E (Existence), R

(Relatedness) and G (Growth). We changed Existence to Survival, Relatedness to Participation, and Growth to Independence, respectively for using the self-development of the poor.

We broke the second stage into sub-stages of A and B, and also the third stage into sub-stages of A and B, and plotted class of the poor respectively (See Chart 4).

●Major Arena of Poverty Support

Major arena of poverty support are as follows:

1. Support for refugee (including provisions, water, blanket, shelter, medical assistance, etc.)

Chart 4 SPI Stage Model

S (Survival)	P (Participation)		I (Independence)	
	A	B	A	B
Survival	Daily Life Social Participation	Preparation of Independence	Independence	Continuous Independence
(Refugee and Extreme Poor)	Lower Poor	Middle Poor	Upper Poor	(Post Poor)

2. Housing Support (including land for agriculture in rural area)
3. Education Support (Basic education and higher education)
4. Financial Support (including business loan, loan for daily life, medical cost, housing, etc.)
5. Health Support (including medical treatment, insurance, etc.)
6. Business Support (including employment, business consulting, business assistance as partner, etc.)

We make a table of Major Arena of Support and Development Stage in our model (Chart 5).

LOGIC OF TAKERS – WHAT THEY REALLY NEED AND WANT

In discussion about this model, firstly, based on takers' logic, we discussed about what, how and to what extent do takers want to have, are supports of NGOs/NPOs sufficient, insufficient, or even superfluous.

Secondly, based on givers' logic, for what NGOs/NPOs support the poor, what drives them to move, and what motivates their members to work. The needs and wants of takers differ and are changeable by their personality – dependence or independence, maturity – level of education, work experience, and life experience, etc., class of the poor, situations – normal, unemployment, disaster, accident, disease, etc., and characteristics of needs and wants.

Takers' real needs/wants may be decided by the following formula.

$$d=f(p, m, c, n, s) \quad (1)$$

d: takers' real needs and wants

p: personality of the poor (age, sex, and character, etc.)

m: maturity of the poor (education level, work experience, etc..)

c: class of the poor

n: characteristics of needs/wants

Chart 5 Major Arena of Support and Development Stage

	Survival	Daily Life & Social Participation	Preparation of Independence	Independence	Continuous Independence
Refugee Support	yes				
Housing Support	yes	yes			
Education Support		yes	yes		
Financial Support	yes	yes	yes	yes	yes
Health Support	yes	yes	yes	yes	yes
Business Support			yes	yes	yes

s: situation of the poor

Formula (1) can be broken into following factors.

Personality Factors: p (2)

Maturity Factors: m, c; $m=f(c)$ (3)

Contingency Factors: s, n; $n=f(s)$ (4)

Therefore, critical factors decide real needs and wants of the poor can be personality of the poor, maturity of the poor, and characteristics of needs and wants of the poor.

●Logic of Givers and Takers (Supporting and being supported)

In this context, our research questions are:

- 1) To what extent NGO/NPO support
- 2) To what extent the poor need/want
- 3) If they do not match, what will happen then?

And our hypothesis is 1) if the givers' support exceed takers' needs and wants, then takers may feel it is over-support and not be satisfied, 2) if the givers' support is exactly as same as takers' needs and wants, the takers feel satisfied, 3) if givers' support falls below takers' needs and wants, the takers feel dissatisfied.

Support>Need/Want→the poor may feel officiousness

Support=Need/Want→the poor may be satisfied

Support<Need/Want→the poor may be

dissatisfied

●2 Ways to go—To Offer Complete Service or to Line up Services and Select?

Anyway, in order to cope with such diversified and changeable needs and wants of the poor effectively and efficiently, there are 2 ways to cope with:

- 1) to offer complete support covering entire real needs and wants of the poor,
- 2) to line up services that gives can support and the poor can be select freely.

In case 1), NGOs/NPOs must seek and find partners who can compensate as much as possible through the network and respond to takers' real needs and wants jointly or if not, they have to create new service to respond to needs and wants of the poor by themselves. It must be costly and not efficient.

So 2) is more efficient and practical, and one of the measure to enable the free selection by the poor is free loans or credit offered by money-venders and/or microfinance.

However, method 2) is not valid for refugee or extreme poor who are not subject for microfinance—the poor in the stage of 'survival' and method 1) may be a right way, if the needs and wants are limited to survive.

WHY NGOs AND NPOs?

Hierarchy of support seems to be effective and efficient. According to our field survey (Yamada 2015), a national government cannot cover all needs/wants of poor people solely. Therefore it is not practical and efficient for national government or local government to furnish complete

service, because needs/wants of poor people are diversified, dynamic (changeable), situational, and individual as we discussed about the above already.

If only government tries to cover all these needs/wants, government needs to have hundreds and thousands of officials and sections, and it makes the government so huge, sluggish, inefficient and ineffective organizations. In order to solve such problem, “labor of division” system among national government, local governments, NGOs and NPOs seems to be effective. Chart 6 is such a hierarchy of labor of division.

NETWORKING AMONG NGOS AND NPOs

In addition to the above hierarchy of division of labor among national government, local government, and NGOs/NPOs—which is a kind of vertical network of sup-

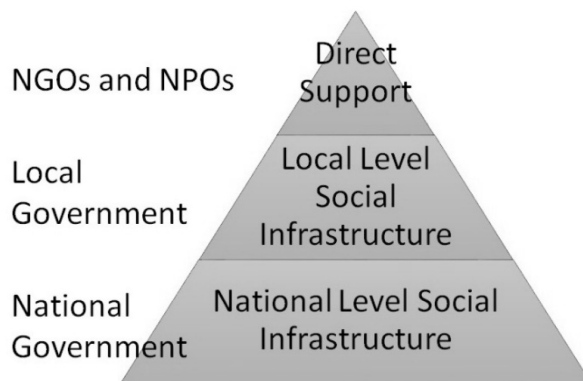
porting institutions, horizontal networks among NGOs and NPOs seems to be necessary for systematic support of the poor.

However, it is the fact that there is no such horizontal networks as far as we have researched so far. For example, Mrs. Nakamura of Uniquease one of Japanese NPOs operating in Philippines said that even though meeting among Japanese NPOs in Philippines was held occasionally, there is little collaboration between/among those NPOs⁵.

As we discussed in the above, only one large NGO cannot cover diversified and dynamic (changeable) needs/wants completely, because needs/wants of the poor are varied and sometimes situational (contingent).

As for the relationship among local NGOs, although there are network among members in home and abroad inside one NGO, each NGO might not have close cooperation with other NGOs and NPOs be-

Chart 6 Hierarchy of Division of Labor among National Government, Local Government and NGOs/NPOs



5 Interview with Mrs. Yachiyo Nakamura at Uniquease in Makati City, Metro Manila, Philippines on March 21, 2016

side special case such as huge natural disasters, etc.

There might be no close connection between Japanese NPOs and local NGOs as far as I observed in my field survey.

In order to cover diversified, changeable, and situational needs/wants of the poor, the representative NGO has to seek and find suitable NGO(s) which can cover uncovered part(s), geographically/functionally, etc. or otherwise the representative NGO has to create new function(s) to fill uncovered part(s). Chart 7 is a Jigsaw Puzzle Model of NGOs Network we propose in this paper. But practically, it is preferable that there should be some slack or overlapping functions in each piece with adjacent pieces.

CONCLUSION AND FUTURE ISSUES

In this paper, firstly we proposed our SPI model (Survival, Participation, and Independence model) for the poor to grow up and develop as a hypothesis. Secondly

we studied the major arena of poverty support. Thirdly we discussed about the needs and wants of the poor as varied in accordance with personality, maturity, class, characteristic of needs/wants, and situation of the poor. Fourthly we talk about logic of givers and takers. Fifthly we refer to the problem of complete service or assortment and selection.

All these are hypotheses which should be proved by using data. Therefore our first next issue to be solved is to carry out questionnaire and/or interviews, and gather data and information, and prove these hypotheses.

In an interview with Mrs. Nakamura of Uniqueace, she said “Not only the poor, but we also have to grow up and develop by ourselves with the poor we support⁶.” There seems to be kinds of life cycles or life stages both in NGO and NPO such as birth, growth, maturity, and aging, etc. So our second next issue is to study the way of support that NGOs/NPOs can do

Chart 7 Jigsaw Puzzle Model of NGOs Network—sufficient case

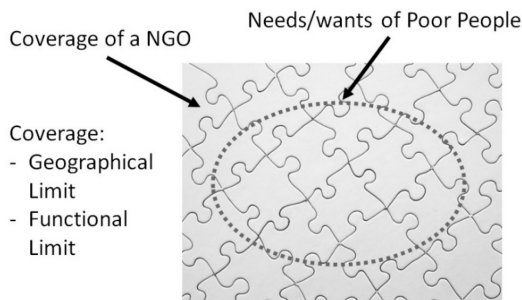
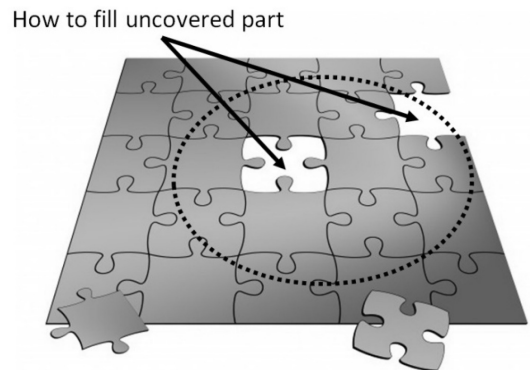


Chart 7 Jigsaw Puzzle Model of NGOs Network—sufficient case



6 Interview with Mrs. Yachiyo Nakamura at Uniqueace in Makati City, Metro Manila, Philippines on March 23, 2016

for the poor in each stage, and if their performances are not sufficient, how they can complement the gap by utilizing networks of NGOs/NPOs, etc.

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